

Planning and Development in the C. S. R. A.



**A RECOMMENDED PROGRAM FOR THE C.S.R.A.
PLANNING AND DEVELOPMENT COMMISSION**

REVIEW
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SUMMARY

The major findings of the regional analysis and recommendations of the proposed program are here summarized. The recommendations constitute, in order of their presentation, a suggested priority of action to be taken by the Commission.

Findings

The findings of the regional analysis are that:

- local governments require technical assistance to meet their immediate needs and to take advantage of their initial planning studies;
- although the Commission has an active economic development program underway, it has not formulated a planning program; and,
- background studies have been undertaken which will require continual refinement by a planning staff in order to be used for an action program of development.

Recommendations

The recommendations of the proposed program are that:

- the Commission staff be organized into two divisions, economic development and planning;
- the Executive Director continue to administer the Commission's total program and be responsible for carrying out an expanded action of development through the economic development division; and

- a qualified city or regional planner be employed to provide technical assistance to local governments and planning agencies on a continuing basis and to develop and carry out a regional planning program through the planning division.

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INTRODUCTION

The Central Savannah River Area Planning and Development Commission was established to create, promote, and foster the development of the industrial, civic, educational, and natural resources of the Central Savannah River Area. As an aid in fulfillment of this objective, the Commission contracted with the faculty and students of the Graduate City Planning Program of Georgia Institute of Technology to "...outline a realistic program which the Central Savannah River Area Planning and Development Commission could undertake to stimulate the optimum over-all development of the area".

In accordance with this requirement, this report presents a recommended program of planning and development activities. The program is based upon a regional analysis of:

- Local planning and development activities
- The present program of the Commission
- Significant developments within the area that will shape the future program of the Commission.

The study has been performed through interviews with the Executive Director, local community officials and businessmen in each of the 13 counties, personnel of state agencies and universities concerned with programs and problems in the Central Savannah River Area, and through review of studies and reports of consultants and other agencies having recently done work in the area.

Fulfillment of the basic objective of the Commission will require action in two areas -- planning and development. It is essential that planning be combined with an action program for development as planning

is fundamental to resource development. The development responsibilities are not limited to industrial development. The need also exists to strengthen local governmental services and the region's natural assets. The recommended program should enable the Commission to greatly increase the development potential of the region. This requires planning for action. Action programs unrelated to planning will result in unproductive activity -- planning without action will be a waste of energy and resources.

STATUS OF LOCAL PLANNING AND DEVELOPMENT

In order to formulate a meaningful program for the Central Savannah River Area Planning and Development Commission -- a program based on the needs and capabilities of the local communities -- it was first necessary to investigate the status of development and the status of planning existing in the region. A discussion of the significant findings follows.

Economic Development

Since development activities in the Central Savannah River Area are concentrated on the attraction of new industry, the status of development will be discussed with relation to the organizations established to deal with industrial development, and the programs now being carried out.

Industrial Development Organizations

Local organizations dealing with industrial development fall into three main groups:

- Chambers of Commerce
- Industrial Development Corporations
- Industrial Development Authorities

These organizations all exist, wholly or in part, to promote industrial development but vary in the functions they perform.

Chambers of Commerce. The Chambers of Commerce in the Area are promotional agencies which as part of their over-all community development programs attempt to attract new industry to their localities. They have industrial development committees which compile information describing the assets of their communities and advertise this information through brochures or other communication media. Most of the communities in the Area have Chambers of Commerce performing this function.

Industrial Development Corporations. These are private organizations authorized by their state charters to sell stock in order to raise funds for the purchase of sites, and the construction of industrial buildings for sale or lease to industries. The amount of stock which they are authorized to sell is specified in their charters. Nearly every community in the Area has formed this type of organization.

Industrial Development Authorities. Industrial Development Authorities, of which there are three in the Area, may issue tax-free revenue bonds in order to purchase sites and construct buildings for lease to industries. The rental charges for buildings financed by this method must be sufficient to cover principal and interest payments on the revenue bonds. These organizations are public bodies and in Georgia are created by constitutional amendment.

Table I indicates the type or types of organization(s) which exist in each community.

TABLE I

THE STATUS OF INDUSTRIAL DEVELOPMENT IN THE CENTRAL SAVANNAH RIVER AREA

City	County	Active Industrial Development Corporation	Industrial Site Owned or Under Option by Industrial Devel- opment Group	Industrial Development Division Economic Data	OEDP	Industrial Development Authority	Full-Time Industrial Development Staff	Surplus Treated Water Supply - Gallons Per Day	Sewerage Facilities
Waynesboro	Burke	*	*	*	*	*		500,000	**
Harlem	Columbia	*		*				N. A.	No storm
Swainsboro	Emanuel	*	*	*	*		*	1,680,000	Inadequate Treatment Plant
Gibson	Glascoc	*		*	*			N. A.	No Sanitary-No Storm
Louisville	Jefferson	*	*	*	*			N. A.	**
Wadley	Jefferson	*	*	*				N. A.	**
Wrens	Jefferson	*		*				N. A.	**
Millen	Jenkins	*	*	*	*	*		60,000	**
Lincolnton	Lincoln			*	*			190,000	No Sanitary-No Storm
Augusta	Richmond	*	*				*	**	**
Thomson	McDuffie	*	*	*			*	900,000	**
Sylvania	Screven	*	*	*	*	*		1,100,000	Restricted to Domestic Wastes
Crawfordville	Taliaferro	*	*	*	*			N. A.	**
Warrenton	Warren	*	*	*	*			10,000	**
Washington	Wilkes	*	*	*	*	*	*	750,000	**

* Location has item concerned

** Adequate

N. A. Not Available (Information concerning)

Industrial Development Programs

The communities in the Area may be classified by their industrial development programs into three groups:

- Those with a full-time staff and adequate financing to carry out a complete program
- Those with limited staff and financing that have acquired sites, by purchase or option, and have formulated a program
- Those which have been inactive or unable to acquire sites and formulate a program

The programs, or lack of them, of each group will be briefly described.

Those with Full-time Staff. Communities having a full-time staff and adequate financing to carry out a complete program include Washington, Swainsboro, Thomson, and Augusta. These communities have active industrial development programs. In Thomson, for example, Thomson Ten-Sixties and Thomson Industries, Inc. have combined authorized capital of \$250,000 and are willing to construct plants for lease to industries. They have nine industrial sites under option totaling approximately 380 acres. These affiliated organizations have been instrumental in attracting three new industries with a combined employment of 175 persons.

Augusta, in part by virtue of its size and financial resources, has a very active industrial development program. The Committee of 100 of the Augusta Chamber of Commerce has a full-time Executive Director and staff which gathers information concerning available sites, the availability of utilities, transportation facilities, and any other information of interest to industrial prospects and prepares and distributes this information for promotional purposes. Members of the staff also negotiate with industrial

prospects.

The success of the Augusta industrial development program is reflected in the "Miracle Mile," a large industrial district owned by the Empire Land Company, and by other industrial districts in Augusta and Richmond County in varying states of development.

Those with Limited Staff. There are eight communities in the Area which have only limited staff and financing but which have acquired sites and formulated a program. In Sylvania, for example, local industrial development corporations have acquired approximately 200 acres of land for use of industry.

Beyond acquiring sites, the programs being carried out in these communities are quite limited. The programs are in the main passive rather than active -- the communities are waiting for industry to come along rather than actively seeking industry. These communities do not have the financial resources to carry on an active industrial development program. However, it is questionable whether such a program is warranted on the local level.

The local development agencies in these communities may or may not have part-time staffs.

Those Which Have Been Inactive. Because of limited financial resources; lack of cooperation among local officials, landowners, and businessmen; lack of interest; or for some other reason, four of the communities visited have been inactive or unable to acquire industrial sites and formulate a definite industrial development program. Of these communities, Harlem has recently formed an industrial development corporation and may soon be out of this category.

Evaluation

The communities in the Area vary considerably in their efforts to attract industry and their ability to conceive and carry out a definite industrial development program. In all cases the basic data necessary to formulate an industrial development program are available to the communities in the economic summaries compiled by the Industrial Development Division of Georgia Tech. Some local development groups have put this information to good use and have compiled additional information of their own. Other community development groups have been unable to translate this basic data into an industrial development program fitted to the particular characteristics of their communities.

Several local communities show a lack of understanding concerning what industries look for and expect in a community. Others are aware of the requirements but lack the ability to coordinate all aspects of community development -- education, housing, utilities, tax policies, etc., -- and relate these to a definite industrial development program. Considering limited financial resources and the lack of professional industrial development staffs at the local level, the communities are doing what they are reasonably able to do to attract additional industry.

Communities in the Area have need of or would benefit from technical assistance in order to utilize the basic information available to them and determine exactly what deficiencies exist in their community and what assets they have which make them attractive to industry. The local development groups also need technical assistance to determine exactly what types of industry could feasibly locate in their communities in order that they may concentrate their promotional activities on specific industries.

Communities whose development groups have limited staff or no staff at all would benefit greatly from technical assistance when negotiating with industrial prospects.

TABLE II

Status of Planning Commissions

City	No Commission	City Planning Commission	Joint City-County Planning Commission
Waynesboro		I	
Harlem		I	
Swainsboro		I	
Gibson	X		
Louisville		I	
Wadley	X		
Wrens	X		
Millen		I	
Lincolnton	X		
Augusta			A
Thomson		I*	
Sylvania			A
Crawfordville		I	
Warrenton		A	
Washington		A*	

I - Planning Commission Inactive at this time.

A- Planning Commission Active at this time.

* - Joint City-County Commission being formed.

PLANNING

This section describes and evaluates the organization and the programs of local planning agencies in the region. Both the programs and the lack of needed programs are discussed.

Organization

The typical planning agency in the area responsible for the planning function is a commission composed of from three to five citizen members. Although some have engaged the services of consultants for the preparation of planning studies, these commissions have no staff to carry out the planning function.

Several of the commissions do not hold regular meetings and are not presently engaged in a planning program. Table II shows the activity status of these planning commissions.

Programs

The communities in the Area can be classified in accordance with their status of planning as follows:

- Those having no plans and no planning program
- Those having plans but no program for implementation
- Those having a continuing program of planning and implementation.

A brief description of each of these groups follows. The studies that have been completed in each community are indicated in Table III.

TABLE III

Studies Completed by Cities in the CSRA

		Existing Land Use Survey	Future Land Use Plan	Economy and Popu- lation Study	Neighborhood Analysis	Community Facilities Plan	Major Thoroughfare Plan	CBD Study	Public Improvement Program
Waynesboro	Burke	X	X	X	X	X	X	X	X
Harlem	Columbia	X	X	X	X	X	X	X	X
Swainsboro	Emanuel	X	X	X	X	X	X	X	X
Gibson	Glascock								
Louisville	Jefferson	X		X			X		
Wadley	Jefferson								
Wrens	Jefferson								
Millen	Jenkins	X	X	X	X	X	X	X	X
Lincolnton	Lincoln								
Augusta	Richmond	X	X				X		
Thomson	McDuffie	X	X	X			X		
Sylvania	Screven	X		X	X			X	
Crawfordville	Taliaferro								
Warrenton	Warren	X							
Washington	Wilkes								

Those Having No Plans and No Planning Program. In these cities there exists no planning program or trained personnel to deal with the community's immediate problems.

In Warrenton, which falls in this position, some of the immediate problems to be dealt with are:

- (1) the need for rental housing;
- (2) the need for updating property assessments for tax purposes; and
- (3) the need for an operating budget.

The solution of these problems is far more important to the city of Warrenton at this time than the preparation of a land use plan or other plans dealing with over-all physical development.

Those Having Plans But No Program for Implementation. These communities have had a number of plans prepared by planning consultants but there has been little implementation and little benefit received from these plans.

The community of Thomson, for example, has had a consultant prepare an existing land use survey, a population and economy study, a future land use plan, and a major thoroughfare plan. Although these studies are potentially useful in guiding the development of the community, little or no use has been made of them to date.

Characteristically, there is no one in these cities with the time or the technical ability to follow up studies and carry out plans for the maximum benefit of the community. Further, the type of plans and studies that have been prepared do not deal with immediate problems facing these communities. As in the cities with no plans at all, there is a need for a planning program to attack immediate, day-to-day problems as well as long-range problems.

Another problem common to most of the communities in the area is that of enforcement of codes and ordinances to guide future development. Although not now a critical problem in most cities, many lack the codes and ordinances necessary to properly control development. The problem is critical in areas of rapid growth near Augusta and may become so in other parts of the region in the future. Table IV shows those local governments now having codes and ordinances and their enforcement status.

Those communities having adequate codes and ordinances generally are not able to enforce them. Augusta and Sylvania are the only cities carrying out a strong enforcement program. The main impediment to successful enforcement is the lack of trained personnel for administrative and inspection programs. Several communities expressed their willingness to cooperate with other governments to obtain necessary personnel.

Those Having a Continuing Program of Planning and Implementation.

The Augusta-Richmond County Planning Commission has the only program that is both preparing plans and implementing them. The Commission has a staff of professional planners acting as an operating department of the city and county governments. The staff prepares studies on both current and long-range problems and acts as technical advisor to the two local governments it serves. The staff cooperates with other city, county and state agencies in the preparation and implementation of plans and studies.

Evaluation

The primary requirement to meet local needs is the provision of technical assistance to aid local governments in finding solutions to both immediate and continuing problems. Although eleven out of the fifteen communities visited have formed planning commissions, these communities do not have technically trained planners to assist them and as a result they are not able to fulfill the community's need for planning.

TABLE IV

Status of Codes and Ordinances in the CSRA

City	County	Zoning Ordinance	Subdivision Regulations	Codes
Waynesboro	Burke	NE	NE	NE
Harlem	Columbia	NE	NE	NE
Swainsboro	Emanuel	X	NE	X
Gibson	Glascock	--	--	--
Louisville	Jefferson	--	--	NE
Wadley	Jefferson	--	--	--
Wrens	Jefferson	--	--	--
Millen	Jenkins	NE	NE	NE
Lincolnton	Lincoln	--	--	--
Augusta	Richmond	X*	X*	X*
Thomson	McDuffie	--	--	--
Sylvania	Screven	X	X	X
Crawfordville	Taliaferro	--	--	NE
Warrenton	Warren	--	--	--
Washington	Wilkes	NE	--	NE

NE - Not adequately enforced

X - Codes Enforced

* - Both Augusta and Richmond County have Codes and Ordinances

Planning should serve as an adjunct to an action development program. A number of the communities lack the levels of governmental services and utilities required by the industry they wish to attract. They are unsure of what service and utility levels are required and are uncertain as to how the services they lack may be best provided, if indeed they should be. These local governments need continuing assistance to solve problems of providing adequate levels of governmental services and utilities rather than immediate assistance for land use planning. The local governments also need assistance on problems of governmental administration and finance.

Certain cities have had consultants conduct studies and prepare plans but have not been able to put them into effect. Other cities needing specific planning studies have little or no knowledge of the extent, direction, or objectives of such studies.

A professional planner can be of significant help to the localities by providing technical assistance. He can extend needed day-to-day advice to local officials and aid in the solution of pressing community problems. He can help cities put existing plans into effect. Finally, he can assist planning commissions in determining what studies should be undertaken and what results should be expected.

ACTIVITIES OF THE AREA COMMISSION

The Area Commission has two primary responsibilities -- economic development and planning. The Commission was created to meet the need for an active regional development program and subsequently selected as its Director a man having excellent training and experience in economic development. The work of the Commission in development activity has thus far been good; the planning program has been quite limited.

The following sections describe and evaluate the two functions of the Commission.

Economic Development

The Commission's economic development program is fairly well developed and is being carried out on a local and regional basis by the Executive Director. He has, in addition to his responsibilities for administration, scheduled development studies, arranged the necessary contractual agreements for these studies, and assisted local development organizations. He has also carried on a sound public information program.

Local Development Assistance

The Director has carried out a program of assisting and servicing local development organizations in their development activities. This work has included carrying out a number of studies for local development organizations. The organizations have been provided with the basic data they need for an effective development program by the economic data

studies prepared by the Industrial Development Division of Georgia Tech. The Division also prepared an Industrial Site Survey which presents detailed information on 70 industrial sites throughout the 13 county region. The Director has acted as an advisor to the local development organizations by reviewing with local officials information resulting from such studies.

Regional Development Program

The Commission through its Director is carrying out an effective regional development program. This has been an action program directed toward promotion of the region as a prime industrial location. The Director has advertised the region through publications of the Commission and news media.

The forestry seminar held recently is an example of a Commission program directed at encouraging the expansion of an existing industry. The agricultural study will aid local interests in redirecting agricultural production to new markets and richer agricultural crops. The chemical study will show what expansion areas exist for present chemical plants in the region, and what types of chemical operations should be sought for the region in the future. The Director has thus been carrying out a regional development program directed towards both the attraction of new industry and expansion of existing industry.

Evaluation

The economic development program of the Commission is basically sound, although in both the regional development program and local assistance program there is the opportunity for expansion to capitalize on the region's potential for development. The primary needs are to:

- expand the program of extending information from regional studies (such as the chemical study) to local development organizations and existing industry; and
- expand the program of extending technical assistance to local development organizations as needed.

The economic development program is aiding local development organizations. However, to take full advantage of the regional development studies now or soon to be completed requires a stepped-up program of extending the results of the studies to local groups to attract new industry and encourage the expansion of existing industry. The staff can advise the local agencies on the types of industry they should attempt to attract to their localities based upon information revealed in the regional development studies.

As the region and its localities expand their economic development activities even more technical assistance will be required. Most localities lack the services of a technically trained staff. This service can be provided by the Commission's staff. For example, the staff can aid local development agencies in working with industrial prospects when they visit the region.

PLANNING

The Commission has not implemented a planning program to complement its economic development program.

In reviewing the work of successful area-wide planning and development agencies planning was an essential part of the total program. The planning included two elements, local planning assistance and regional planning. The Commission's activities will be discussed in terms of these

two elements.

Local Planning Assistance

Although there is no local planning assistance program provided by the Commission, meetings have been set up whereby the Georgia Power Company and Institute of Community and Area Development, (U. of Ga.) assisted localities in establishing local planning programs. Technical assistance aimed at meeting immediate community problems is not available.

There also appears to be a lack of adequate communication between the Commission staff and local governments. Local officials are unsure of the means by which the Commission is to serve them, and the Commission has no good way of being constantly aware of the problems and needs of the local governments. A vigorous local planning assistance program can overcome this lack of understanding.

Regional Planning

As is the case with respect to local planning assistance, no regional planning program has been initiated by the Commission. However, the Commission has authorized the preparation of certain studies by consultants and public agencies. The Industrial Development Division of Georgia Tech has prepared a Manpower Resources Study which describes the availability and quality of labor in the area. The University of Georgia has completed a study giving a broad picture of present conditions and recent changes in the areas of population, employment, income, and housing. The University of Georgia is also conducting a Tourism Study and Mineral Study.

The Commission has put a large proportion of its budget into this general type of background study. Although the staff made initial reconnaissance as to the need of these basis studies, the bulk of the work has been performed by outside agencies. The deficiency in performing these studies in this manner is that their findings are not as usable to the Commission as would be true if the staff had participated to a greater degree.

Evaluation

The Commission has not initiated a regional planning program or a local planning assistance program to assist local governments in meeting their specific problems.

A great deal of time and money has gone into regional studies, yet the commission has not been able to define clear objectives for the needed and desired information. As a result continued staff studies will be necessary to refine the background information and make it useful to the Commission's programs.

Development of the total resources of the region and its localities will require a planning program to complement the economic development program.

RECOMMENDED PROGRAM FOR THE COMMISSION

The economic development program of the Central Savannah River Area Planning and Development Commission has progressed very effectively, but, as pointed out in earlier chapters, that phase of the Commission's operation which has not been carried out well is the planning function. The Commission should expand its staff and programs to include a planning division as a parallel activity to the economic development division.

The over-all program undertaken by the Commission should ensure realization of its objective to create, promote, and foster the development of the region's total resources. This will necessitate a two-part program combining planning and development activity. Planning is required to analyze and evaluate local governmental problems and regional factors important to the area's development. The development activities should be directed toward stimulating economic development, utilizing the results of the planning activities.

These activities are interrelated. Both the planning and development activities are dependent upon the analysis and evaluation of basic data--population, employment, economic conditions, and community facilities--which will be collected on a continuing basis by the planning division. The planning division, utilizing such data, will perform studies and make recommendations concerning factors which will shape the development program. On the other hand, planning is related to development, since an action and promotion program is needed to make certain that the planning recommendations will stimulate economic growth.

Expansion of the Commission's program to include planning activities will require the addition of a qualified planner to the staff and the provision of an adequate operating budget. A technically trained planner will be able to identify regional studies and activities needed, and be able to provide local planning assistance to local governments and planning agencies.

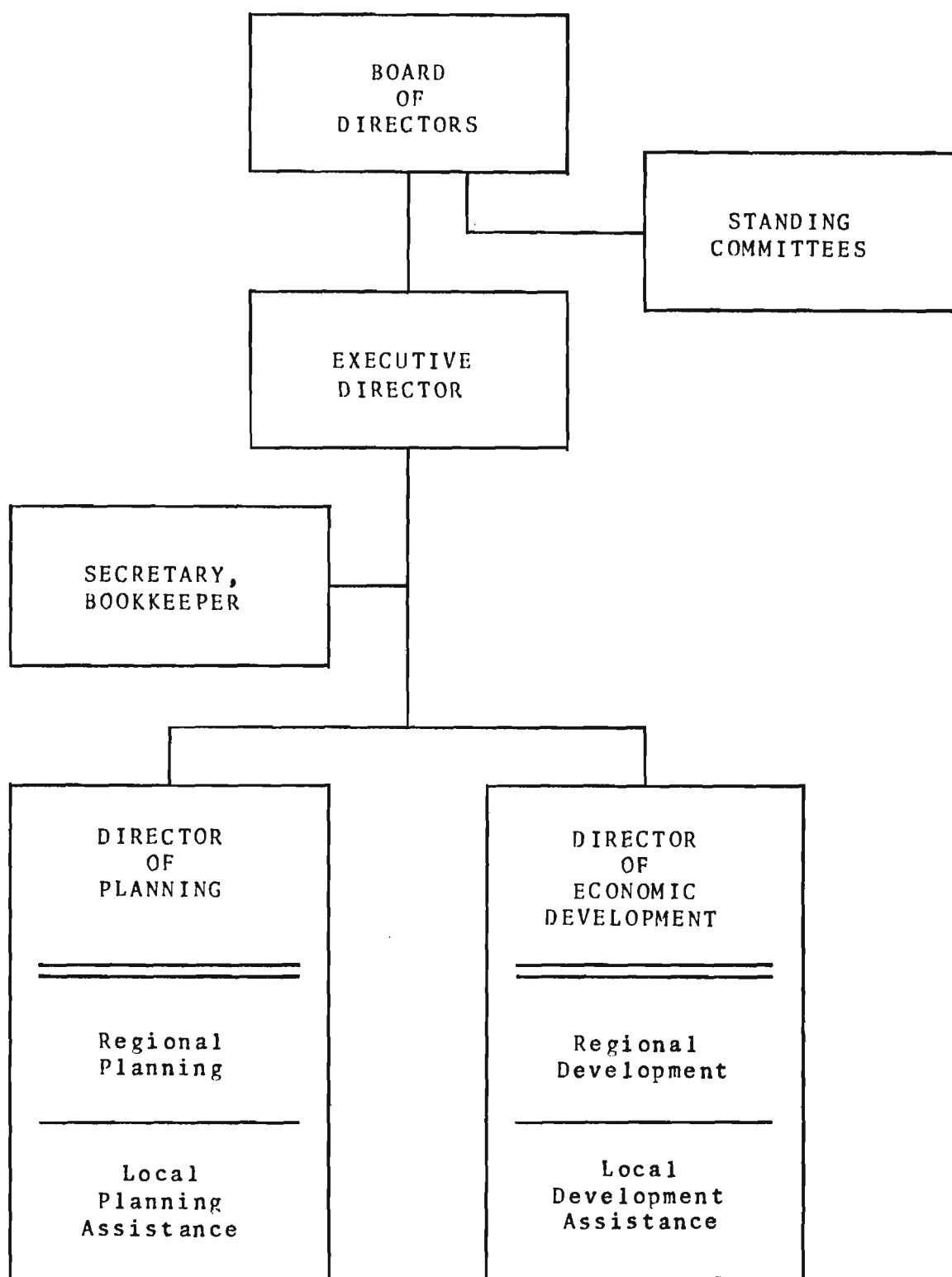
Recommendations on organization, economic development programs, planning programs, and financing are discussed in the following sections.

Organization

The program of the Commission should have two divisions: Economic Development and Planning, as shown in the organization chart on the following page.

Economic Development

The Director should--in addition to his duties as the administrator of the over-all planning and development program--carry out the industrial development activities, as before.



SUGGESTED ORGANIZATION CHART

C.S.R.A. PLANNING AND DEVELOPMENT COMMISSION

Planning

Four methods of carrying out the Commission's planning functions were considered:

- Contractual agreements with the Planning Division of the State Department of Industry and Trade
- Contractual agreements with the Augusta-Richmond County Planning Commission
- Use of planning consultants
- Employment of a planner

These methods and the relative advantages of each are discussed below.

Contractual agreements with the Planning Division of the State Department of Industry and Trade. The Planning Division is not set up to do studies that are regional in scope. In addition, it does not offer the day-to-day counseling service that it critically needed by the local governments in the Central Savannah River Area.

Contractual agreements with the Augusta-Richmond County Planning Commission. The possibility of contracting with the Augusta-Richmond County Planning Agency for reasons of economy was investigated. However, since it would be necessary to expand the professional staff of the Augusta agency to meet the region's planning needs, it would be no more economical than establishing a separate planning staff. In addition, it would be difficult for the Augusta agency to make the distinction between their own planning work and their responsibility to the commission. From the standpoint of the other local governments, it would appear that this was only an extension of the Augusta planning program.

Use of planning consultants. Like the Planning Division of the Dept. of Industry and Trade, planning consultants are not set up to provide the day-to-day counseling service needed by local governments in the region. However, consultants can provide and should be used for specific or speciality studies. Direct contracts between the local governments and consultants can be made without going through the regional staff.

Employment of a planner. The employment of a staff planner answerable to the Commission through its Executive Director has several advantages. A staff planner can provide needed day-to-day counsel and assistance to local governments. He can also carry on continuing regional planning studies directly and effectively related to the total program of the Commission.

Furthermore, a staff planner would be directly available to the Executive Director to furnish planning advice required for development activities and for assistance in formulating the over-all program of the Commission.

Due to the advantages discussed above it is recommended that a qualified city or regional planner be employed as Director of Planning. The planner should be responsible to the Executive Director and be given the authority and budget to organize and carry out local planning assistance and regional planning programs.

The planner will be responsible for all planning programs and thus allow the Executive Director to devote all his time to general administration and industrial development.

Although the first three methods discussed above are not considered appropriate to carry on the bulk of the proposed planning program,

they can and should be used as supporting resources. They would be particularly effective in conducting specialized studies which the Commission staff is unable to undertake, due to time or specialized technical ability, and for which consultants are ideally suited.

Economic Development

The Director should, as in the past, carry out a two-part development program--local and regional-- as indicated in the following sections.

Local Development Assistance

It is recommended that the present policy of the Commission in regard to service to local development agencies be continued. The work of the Director will involve a continuation of his present responsibilities and additional assistance to local development agencies and existing industry as information and recommendations resulting from regional studies becomes available. The work of the Director in providing these groups with information and advice which they can use in their individual efforts to attract new industry is the most effective way in which the central organization can service the local development agencies. The Georgia Tech Industrial Site Survey is an excellent example of the type of information which local groups can use in their own development programs.

It is also recommended that the staff of the Central Savannah River Area Planning and Development Commission be available to assist local development groups in negotiating with industrial prospects. Many communities throughout the United States, especially the smaller ones without professional staffs, have obligated themselves too deeply

when negotiating with industrial prospects. Some have committed themselves to provide sites at no cost, to extend utility lines an unreasonable distance, and to make unrealistic tax concessions in order to attract a new plant. These matters must be dealt with in a sound and business-like manner. The professional staff can provide a valuable service, when requested, by extending technical assistance to community leaders on these matters. The local agencies will not always desire or need this type of service, but it should be available to them when needed.

Regional Development Program

The regional development program, as discussed in an earlier chapter, is basically sound. The regional studies of significant developments in the region, prepared by the planning division, will provide a basis for promotion of economic development in that they will identify industry that may feasibly locate in the Central Savannah River Area. Based upon these studies, the Executive Director can develop a strong regional promotion program. He can encourage, as evidenced in the forestry seminar and chemical study, expansion of existing industries. He can mobilize financial resources of the region to support expansion of existing industries and finance new industrial operations.

The Director will, of course, want to work closely with the planner to fully utilize the results of regional studies, such as the Mineral Study and the Recreation and Tourism Study which may require follow-up feasibility studies to determine the types of industry which should be promoted.

Planning

The planning program should consist of two parts:

local planning assistance and regional planning. The organization and execution of these programs should be the responsibility of the Director of Planning. A guide to the development of these programs is outlined in the following two sections.

Local Planning Assistance

There are three objectives that should be considered in the local assistance program for the Central Savannah River Area communities. They are:

- General advisory service to local governments
- Development of an effective system of two-way communications between the Commission and local governments
- Conducting of special studies as required by local governments

Advisory Service. The planner should provide technical assistance to local governments and to local planning agencies on a continuing basis. Technical advice and counsel should be made available on a day-to-day basis on administrative procedures, financing, utilities planning, land use planning, and methods of plan implementation through regulatory controls. Such counsel should be advisory in nature. The planner's services would be used at the pleasure of local governing bodies.

The type of work would vary in each community. For example, in Waynesboro, the first job would be to assist in the organization of a city-county planning commission. However, in Sylvania, where a planning program is already in existence, the principle job would be to help local officials convert the existing stock of plans into action programs. No local assistance will be required by Richmond County since an adequate program is already in existence. However, with better local

planning throughout the region, Richmond County stands to gain greatly from the resulting over-all development.

It will be necessary to maintain contact with state agencies such as the Highway Department and Department of Industry and Trade, whose operations directly affect the localities in the region. In some situations where special studies are needed, the resources of the Institute of Community and Area Development (University of Georgia) and the Industrial Development Division (Georgia Tech) should be employed. Furthermore, the professional and technical services of engineering consultants, architects, fiscal experts, and planning consultants will be required from time to time. The planner should represent local communities as technical advisor in these matters.

If a community is contemplating a sanitary sewerage improvement program, for example, the planner would first help determine exactly what consulting services will be needed (it may be that a master plan feasibility survey for the entire system would be needed or that only a small portion of the system requires attention), and then outline exactly what the community should expect from the consultant. If the community so desires, the planner would also help select a consultant and would act as a reviewing agent after the consultant is selected.

Communications. The Central Savannah River Area publishes the CSRA Comments covering its activities and distributes it widely throughout the area. There is currently a lag in personal communications between the Commission and local governments in the region. The Director alone does not have enough time to make frequent calls on all of the local governments that are financing the Commission. Therefore, these local governments are often unaware of the current status of the Commission's over-all program.

The planner would, in carrying out a local assistance program, make frequent visits to the region's communities. This would present an opportunity to publicize the status of the Commission's over-all program and at the same time keep the Commission informed of the planning needs and activities of the local governments.

Special Studies. From time to time, special studies will be required by the local planning agencies in the region. These studies may be done by the Commission's staff, by agencies such as the Planning Division of the Dept. of Industry and Trade or the Institute of Community and Area Development, or by private consultants.

The proposed Director of Planning should assist the communities in the identification of planning needs and the methods of conducting studies. The method used will, of course, be dependent upon the nature of the study and the staff's schedule.

Regional Planning

The planner should prepare a proposed regional planning program for the Commission including:

- Developing and maintaining current information on the population and economy.
- Conducting special studies
- Developing a regional plan
- Supervising consultants

Developing and Maintaining Current Information. Developing basic information on the region's population and economy is a necessary part of the Commission's planning program. Such information is a source of regional data for federal, state and local officials, developers and businessmen. The information developed provides knowledge about

the region needed for both public and private decision-making. The basic data would also support the industrial development program by providing factual knowledge of the area's resources. Examples of this type of information are the completed reports on the "Highlights of the Economy of the Central Savannah River Area", and the "Central Savannah River Area Economic Conditions and Trends".

Conducting Special Studies. The development of an effective regional program will require studies of significant developments and development potentials in the area (Savannah River Development Potential), or feasibility studies of specific proposals (development of recreation facilities at Clark Hill Reservoir) to follow up general background studies.

The planner should be responsible for identifying major regional needs and opportunities, recommending studies required, and recommending the methods of carrying them out. Depending on the technical requirements of the studies and the scheduling of other staff work, the planner may elect to use consultants for all or part of the work.

Developing a regional plan. A regional development plan that brings together all information regarding existing conditions and future prospects of the region should be developed. The plan would include information on major existing and proposed physical developments such as highways, major parks, reservoirs, recreation areas and other major land uses.

These data should be presented graphically in a "sketch plan" reflecting major physical development. The plan should reflect the activities and plans of state and federal agencies operating within the

region as well as those of local governments located within the area.

Supervising Consultants. Several major background studies are being prepared for the Commission by consultants. Consulting services will continue to be used. The planner should have the responsibility for supervising work done by consultants. He should outline the content of contracts, stating exactly what studies should be made. He should review the work periodically while in progress and review the findings before the final report is accepted.

Methods of Financing

An expanded planning program requiring an additional staff member will necessitate altering budgetary allocations or obtaining additional revenue. The completion of presently outstanding contracts will prevent immediate diversion of general operating funds to staff support. Other means of financing the cost of the recommended staff planner must therefore be investigated. A discussion of the financing of the entire recommended program follows.

Administration and Regional Activities

The present method of obtaining funds on a per capita basis is the most appropriate means of financing the industrial development, regional planning and general administration programs of the Commission. It is the simplest method and, as all communities receive equal benefits, it is equitable.

Local Planning Assistance Program

The local planning assistance program, however, involves a direct service rendered to the local governments of the region. The amount

of staff time allocated to this service will vary from one community to another. Therefore in the local assistance program the method of financing and allocation of staff time merits special attention.

The cost of the local planning program will be that portion of the proposed planner's salary and expenses allocated to this aspect of the program. The total initial budget for the planner is \$16,000. As the planner develops his local planning assistance and regional planning program the work will probably demand an increase in this amount.

Initial Planning Budget

Salary.....\$10,000

Travel.....3,000

Supplies.....3,000

Total.....\$16,000

It is recommended that \$6,000 of this amount be charged to regional planning and be financed from Commission general funds.

The remaining \$10,000 may be financed in any one of three ways.

General Budget. One way is to take the entire amount out of general per capita funds and allocate staff assistance in proportion to the population of the 12 counties requiring local assistance. The following is an approximate allocation of the planner's time under this method.

<u>County</u>	<u>Estimated Staff Time Allocation (days per month)</u>
Burke.....	2
Columbia.....	2
Emanuel.....	2
Glascok.....	1/2
Jefferson.....	2
Jenkins.....	1
Lincoln.....	1/2
McDuffie.....	2
Richmond.....	*

<u>County</u>	<u>Estimated Staff Time Allocation (days per month)</u>
Screven.....	2
Taliaferro	1
Warren.....	1
Wilkes	1
Sub-total.....	17
Regional Planning and Administration.....	5
Total working days per month.....	22
*No local assistance work is required in Richmond County.	

This method of financing and time allocation has the advantages of simplifying the method of collecting revenue and insuring some planning assistance to all local governments. It also encourages maximum use of the planning service. Since the local governments are paying flat fees for the service, they will attempt to receive maximum benefit from their investment by using it to meet their needs. The disadvantage of this method is that the need for planning work is not always proportional to population. In addition, some counties may wish to participate in this service to a higher degree than others.

Contractual Agreements. The second method is to provide local assistance by direct contract with the local governments desiring the aid. Under this arrangement the communities desiring the service would contract with the Commission for a given number of man-days service per month. Payment would be made on a uniform per diem basis.

This method has the advantage of more nearly balancing payments with services rendered.

The disadvantage is that it discourages maximum use of the local assistance program since local government must pay in direct

proportion to the service received. Thus some local governments needing local assistance services will hesitate to participate in the program. Further, the cost of educating local governments as to the benefits of local planning assistance is not covered by the funds received through contractual agreements.

Combined general budget--contractual agreements. A combination of both methods may be used. The basic local assistance program can be financed by general funds. When special studies are required (particularly when they exceed the scheduling capabilities of the staff) contractual services will be necessary.

This arrangement allows the extension of a general program of local assistance to all local governments. In this way the basic planning needs of all the governments are met. This is good, since the strengthening of all local governments contributes to the development potential of the region. Those governments desiring or requiring extra services or specialized studies may contract for them.

The combined general budget-contractual agreement appears to be the most equitable method of providing local assistance and will probably best answer the requirements of the local governments for this service. However, the Director of Planning should be responsible for recommending the appropriate method of financing local planning assistance.

SUGGESTED REGIONAL PLANNING STUDIES

The Commission has either completed or has under contract a creditable array of background studies. Two of these studies warrant more detailed analysis. They are the Tourism Study prepared by the Bureau of Business Research, University of Georgia, and the Labor Study prepared by the Industrial Development Division of Georgia Institute of Technology. The suggested follow-up studies are:

- Major Tourist - Recreation Potential; and,
- Labor Skills and Vocational - Technical Education

In addition, there are three new areas which should be considered for future study. They are:

- Savannah River Development Potential
- Impact of Interstate Highways; and,
- Intergovernmental Cooperation

A brief description of these studies follows.

Major Tourism-Recreation Potentials

Tourism and recreation are primary resources offering significant potential for the area's total development. In addition, the residents of the region need better developed recreation facilities.

Clark Hill Reservoir provides the best opportunity for development because of its natural advantages and its large body of water. Water activities have gained greatly in popularity in the last few years, and investment of capital by private and public corporations at Clark Hill would result in sizable returns. The reservoir presently has two state parks -- Bobby Brown and Key Creek -- and plans for another are under consideration.

Other areas of tourist-recreation interest that need further attention are Alexander H. Stephens Memorial State Park at Crawfordville, the Slave Market at Louisville, Magnolia Springs State Park at Millen, and the ante-bellum homes at Washington.

The study of recreation-tourism prepared by the Bureau of Business Research of the University of Georgia is an inventory of existing recreation facilities and tourist activities in each county together with recommendations for their improvements. The study makes general recommendations as to the future of these activities in the Central Savannah River Area and proposes the formation of a regional travel council.

Feasibility Study

Feasibility studies of specific proposals of the University of Georgia report are essential. The Commission should determine ways and means of developing the recreation-tourism potential of the area; by encouraging the state to develop state parks and provide other recreation facilities; by creating a regional recreation authority to provide the needed facilities; or by stimulating local governments and private enterprise to act in providing recreation areas.

The feasibility study of specific proposals should set forth the means of fully developing the facility and the expected return to the local economy in dollars.

Public Use of Private Lands

The public use of private lands for recreational purposes offers great potential in the Central Savannah River Area (e. g. , the public use, under certain restrictions, of privately owned forest lands).

Wildlife preserves, hunting preserves, fishing grounds, and

camping facilities are needed in the region. However, it is not essential that these facilities be provided by the public. Private individuals and corporations can and should develop such facilities for public use at moderate cost.

The development of these facilities is particularly appropriate at this time. The Georgia State Game and Fish Commission has proposed that the General Assembly enact a bill to increase hunting and fishing license fees. The increased revenues would be used by the State to provide access roads and fire protection to those private land owners willing to open their holdings to public use. Although this bill failed to pass, it will probably be proposed again.

Labor Skills and Vocational-Technical Education

The further development of the region's educational programs is a prerequisite to achieving the full development potential of the Central Savannah River Area.

Comprehensive education programs are vital to a development program aimed at attracting new industry and providing for the welfare of the region's citizens. Present and future industry will demand increasingly well-educated and skilled personnel.

Although the academic programs of local school systems may be sound, they lack vocational-technical training. Local school administrators and the State Department of Education are fully aware of the problems. However, study and coordination on an area-wide basis is needed and would be welcomed by the educational institutions. Some means must be found to more closely relate high school education to vocational-technical training as well as to college programs. The present technical institutes operated by the State of Georgia establish courses

according to the demands of local industries. Institutes, in order to do this, must know what subjects are desired and be assured of a minimum size class before a training program can be set up.

It is very difficult for small businesses throughout the region to participate in this program. For example, if a large industry wished to train 26 key punch operators, the company, working with the institute, could set up a program without difficulty; however, if there were 13 companies scattered throughout the region, each wishing to train two key-punch operators, the job of communication and coordination would be much more difficult.

The Commission should aid the institute in developing a method of dissemination of information throughout the region on the opportunities available at the region's technical institutes. The Commission should also investigate the possibilities of developing and maintaining an inventory of the required skills in each of the 13 counties. Such a program would require close cooperation on the part of industries in the region. The Commission's principle role would probably be to help the technical institute and participating industries set up and promote the program.

Savannah River Development Potential

The Savannah River is the source of water for most of the region's population and major water-using industries. It is the recipient of essentially all of the region's sanitary waste. The recreation-tourist potential of the river is significant. Possibly its greatest resource is the region's inland port at Augusta.

All of these factors should be studied in light of other developments in the region.

Water Supply and Pollution

The river as a source of supply for various water users should be studied. The following are the type of questions that should be answered by such a study:

What is the river's capability of receiving waste and what is the relationship of this to city and industrial growth?

Would water-user industries such as Bowaters Southern Paper Corporation, Calhoun, Tennessee, be feasible or compatible on Clark Hill Reservoir?

What are the financial abilities of the local governments and industry to provide adequate waste treatment facilities?

What type of improvements or regulatory measures will be required?

What is the quality and quantity of water that can be drawn from the river for domestic and industrial purposes?

During what seasons and at what points along the river are the supply capabilities minimal?

The Corps of Engineers, the State Health Department, and the Game and Fish Commission are vitally interested in these matters and are primary sources of information. In addition, it may be possible to initiate research projects through these agencies for additional technical information.

Navigation

The Commission should investigate the potential effect on the region's development resulting from further expansion of navigation on the Savannah River. The following questions should be considered in such a study:

What are the effects on regional industrial and physical development which would result from expanded navigational activities on the river?

What types of industrial activities requiring barge transportation may be developed in the region?

What are the capabilities of the river for navigation and its relationship to other inland waterways in the Southeast?

Land Use Study

A land use capability study of the area adjacent to the river is needed. Much of the land abutting the river is suitable for recreational use. Other land may be best suited for water-oriented industrial sites. Portions of the river banks may lie in flood plains and would not be suitable for any intensive use.

A land use plan reflecting the optimum use of land areas abutting the river should be developed. The Commission, working with the Corps of Engineers and local governments should develop a plan for the area adjacent to the River and Clark Hill Reservoir. The following are the principal land use classifications to be considered:

A. Industrial Sites.

1. Water-user oriented
2. Water Transportation oriented

B. Urban Development Areas

C. Recreation Development Areas

1. Commercial Service Areas for boat docks, restaurants, and motels.
2. Public Access Areas for campsites, beaches, picnic grounds, etc.
3. Cottage Development Areas

D. Wildlife Refuges and Game Management Areas

E. Forest Lands

F. Agricultural and Grazing Lands

G. Flood Plains (e. g. , lands subject to flooding to the

extent that intensive development is not feasible.)

The Area Commission should also investigate the various ways and means of implementing the plan. For example, the Corps of Engineers is usually willing to release land for recreational use to governmental agencies if the agency acquiring the land has a plan for the development of the area. The governmental agency does not necessarily need to be adjacent to the reservoir. The City of Atlanta has a park on Lake Allatoona, 25 miles from the corporate limits.

No provisions were made in the Corps of Engineers' master plan of Clark Hill Reservoir for industrial uses. However, the commission should study this possibility. There are numerous cases of heavy industry on the Tennessee River such as Bowaters Southern Paper Corporation, DuPont, and Tennessee Eastman. These industries have demonstrated that major industrial operations can be developed without polluting the river. The Corps of Engineer's division office in Atlanta indicated that certain industries might be acceptable on the reservoir if no pollution problems were created.

Methods of implementation include land use controls such as zoning and subdivision regulations which are administered locally. The Commission should recommend to local governments the appropriate controls necessary to ensure orderly development along the river.

Impact of Interstate Highways

Two interstate highways are scheduled for completion in the Central Savannah River Area within the next ten years. They are Interstate 16, from Atlanta to Savannah; and, Interstate 20, from Atlanta to Augusta. Both of these, but particularly Interstate 20, will exert a great influence upon the region.

These highways will:

- open new areas of the region to development and attract new development to some existing cities;
- increase land values, particularly near the interchange areas;
- increase the attractiveness of industrial sites, due to ease of truck transportation and ready access to markets;
- increase commercial - use potential;
- greatly increase the attractiveness of Clark Hill Reservoir and other recreational facilities -- the region can anticipate major increases in recreational uses by residents of Atlanta; and,
- increase traffic on access roads to the interstate.

As a result of the interstate and consequent development, land and highway planning will be necessary.

Land Use Planning and Controls

Land use planning for the various uses (industrial, commercial, recreational) will be necessary to prevent uneconomic and unsightly scattering of new physical growth.

Zoning and subdivision regulations, in addition to other measures, must be utilized by the local governments to implement these objectives.

Because the interstates affect the entire region, rather than single cities or counties, the Area Commission should undertake a land use planning program for lands abutting the interstate. The program should be developed in consultation with the governments involved and reflect their particular requirements. The Area Commission should act as coordinator and aid these governments in developing the necessary land use control measures. The report, "Land Use Planning and Control Along the Interstate Highway System in Georgia", by Harry W. Atkinson & Howard K. Menhinick (published by the State Highway Department), is

an excellent guide for land use planning in areas adjacent to interstate highways.

Highway Planning

The new land uses near the interstate will require additional or improved municipal and county streets and roads to move traffic to and from the interchange points and between the various land use areas.

The interstate also presents development opportunities for cities and counties not close to it. But to maximize the development opportunity presented by the interstate will require that connecting roads be constructed or improved. Such capital investments should not be made without adequate planning studies to insure a wise investment of public monies.

Connecting roads from the interstate to sites near Clark Hill Reservoir will also be necessary since traffic to the reservoir will greatly increase as Interstate 20 nears completion.

Intergovernmental Cooperation

Presently there is extensive inter-governmental cooperation in health facilities and regional library systems. Also in many of the region's counties, there is close, informal cooperation between city and county governments.

Existing Intergovernmental Agreements

Some of the existing intergovernmental agreements are as follows:

Health:

Waynesboro- Burke County Hospital Authority
Waynesboro- Burke County Housing Authority
Augusta- Richmond County Hospital Authority
Augusta- Richmond County Housing Authority

Health District #33 - Columbia, McDuffie, and
Richmond Counties
Health District #7 - Emanuel County along with four
counties outside the Central
Savannah River Area.

Libraries:

Screven - Jenkins Regional Library System
Augusta Regional Library System - Columbia
Glascock, Lincoln and Richmond Counties.

Forestry Districts:

McDuffie and Warren Counties.
Talíaferro and Green County (Green County is outside the
Central Savannah River Area.)

Planning:

Augusta - Richmond County Planning Commission.
Sylvania - Screven County Planning Commission.

In addition to these formal agreements, several municipalities and counties throughout the region cooperate very closely on an informal basis.

There is every indication that the governments in the Central Savannah River Area are more effective as a result of these intergovernmental agreements. There is no indication of loss of local identity.

Enabling Legislation for Intergovernmental Cooperation

The State Constitution permits municipalities and counties to contract with each other in the performance of their authorized functions, (Article VII, Section XI, Paragraph I). General enabling legislation authorizes city-county cooperation in a number of areas including the following:

1. Construction and maintenance of roads and streets, provided such roads and streets are a part of the county or state system;
2. establishment of parks, playgrounds, and recreation centers;
3. acquisition, construction, control, operation, and regulation of airports and landing fields;

4. establishment of libraries;
5. operation of hospital authority;
6. cooperation in terms of planning;
7. cooperation in terms of zoning, subdivision regulations, and other regulatory controls.

Recommended Areas of Intergovernmental Cooperation

It is recommended that the Area Commission encourage inter-governmental cooperation as a method of strengthening local governments. Strong and effective local governments are essential to an expanding economy.

Specifically the Area Commission should encourage intergovernmental cooperation in the following areas:

1. Continual extension of joint hospital authorities, and health districts. The Area Commission will wish to cooperate with the State Department of Public Health which has developed a state-wide plan for hospital construction.
2. Continual extension of regional library systems. Effective library systems are essential to education and vocational-technical training programs. Also the Area Commission should consider developing a technical library on regional planning and industrial development as part of the Augusta Regional Library system. A wider distribution of materials would be possible and reports and other materials could be maintained and catalogued effectively. Also the professional librarian is in an excellent position to obtain materials from other parts of the country.
3. Organization of city-county planning commissions. Several communities are presently considering the formation of city-county planning commissions in order to study local problems and to effect better cooperation between city and county governments. The Area Commission, through its local planning programs should assist in extending joint planning programs in the region.

4. Provision of inspection services. Several communities have adopted building, plumbing, electrical, and other regulatory ordinances but have been unable to administer them effectively. There is not enough inspecting work to be done in any single county (except Richmond) to justify the employment of a full-time, experienced inspector.

Adoption and enforcement of codes are necessary and essential to sound development. Also federal funds for highways, community facilities, and public housing are dependent upon code enforcement, one of the seven requirements for Workable Program Certification.

The Area Commission should investigate the possibilities of inter-county inspection services. Collectively, two or more counties could support a full time inspector. The program could be financed on a flat rate contractual basis or directly by fees.

If the recommendations of this report are adopted, the Central Savannah River Area Planning and Development Commission can effectively aid the area in attaining its development potential.